

# **Socioeconomic Impact Analysis of Alternative Alignments for the Northern Arterial**

Prepared for

City of Prineville

by

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# Table of Contents

	Page
<b>EXECUTIVE SUMMARY .....</b>	<b>1</b>
<b>INTRODUCTION.....</b>	<b>3</b>
<b>FRAMEWORK FOR ANALYSIS OF IMPACTS .....</b>	<b>2</b>
THE NO-BUILD ALTERNATIVE .....	5
<b>AFFECTED ENVIRONMENT .....</b>	<b>6</b>
IMPACT AREA .....	6
POPULATION AND DEMOGRAPHIC CHARACTERISTICS .....	7
EXPECTED GROWTH IN PRINEVILLE .....	9
<b>IMPACTS OF ALTERNATIVE ALIGNMENTS.....</b>	<b>10</b>
LAND ACQUISITION AND DISPLACEMENTS .....	11
IMPACTS TO REMAINING BUSINESSES, BUSINESS DISTRICTS, AND NEIGHBORHOODS .....	19
Businesses and Business Districts .....	20
Neighborhood Impacts .....	22
Impact of Traffic on Residents and Neighborhood .....	22
Impact of Potential Displacement of Wagner's Price Slasher .....	23
SUMMARY AND POTENTIAL MITIGATION OF IMPACTS .....	25

# SUMMARY

The City of Prineville is constructing a new arterial roadway, the Northern Arterial, which will provide an alternative to Highway 26 for east-west travel through Prineville. As part of the planning process, ECONorthwest (ECO) assessed the socioeconomic impacts of the various alternative alignments for the Northern Arterial. ECO evaluated the need for land acquisition and displacement of residents and businesses as well as the impacts, particularly traffic-related impacts, on remaining businesses and residents.

ECO's key findings are summarized in table S-1:

**Table S-1. Summary of potential impacts from alignment alternatives, 2006**

Impact Type	Alignment Alternatives				
	1	2	3		
			Blue	Teal	Brown
Land Acquisition and Displacements					
Residential Displacements	6 homes	2 homes	1 home	2 homes	3 homes
Commercial Displacements	2 structures	Price Slasher	3 structures	1 structure	None
Lots Impacted	54 lots	16 lots	20 lots	16 lots	16 lots
Total Acres	1.57	1.47	0.64	0.53	0.69
Total Cost	\$930,000	\$1,260,000	\$540,000	\$390,000	\$300,000
Businesses and Business Districts	Intersection in residential area with little possibility for highway-related development	Intersection at downtown gateway, well-suited for highway development	Intersection at downtown gateway, well-suited for highway development		
Neighborhood Impacts					
Impact of Traffic on Residents and Neighborhood	Divide residential neighborhood, increase traffic through residential areas	Impacts mainly commercial businesses facing away from roadway	Impacts mainly commercial businesses facing away from roadway		
Impact of Potential Displacement of Wagner's Price Slasher	Store remains on current site	Store displaced	Store remains on current site		

Source: ECONorthwest.

**Option 1:** The City of Prineville would need to acquire 1.57 acres of land at a cost of \$930,000 to construct this alignment. This option displaces the most homes (6) as well as 2 commercial structures, and impacts an additional 46 lots, mostly residential. The right-of-way and roadway would divide a residential neighborhood and traffic from the arterial would have the greatest negative impact on residential areas.

**Option 2:** The City would need to acquire 1.47 acres of land at a cost of \$1,260,000 to construct this alternative. This option displaces only 2 homes but would also displace Wagner's Price Slasher (a locally owned grocery store). Construction of a new grocery is possible but the likelihood of this is unknown. Option 2 would create an intersection that could serve as the gateway to downtown from Northern Prineville and is compatible with commercial development, and this option would expose fewer residents to heavy traffic than Option 1.

**Option 3:** The City would need to acquire between 0.53 and 0.69 acres of land at a cost of between \$300,000 and \$540,000 to construct this option. The three alternative routes for this alignment would displace between 1 and 3 homes, as well as up to 3 commercial structures. All of the possible routes for Option 3

would create an intersection that could serve as the gateway to downtown from Northern Prineville and is compatible with commercial development. Option 3 would expose fewer residents to heavy traffic than Option 1.

**Mitigation measures:** Various measures could mitigate the negative impacts of constructing the Northern Arterial. These measures, organized by type of impact, could include:

- **Need for land acquisition and displacement**
  - Paying full market value for all properties
  - Providing forms of relocation assistance
- **Impacts on businesses and the business district**
  - Including improvements to the business district
  - Installing signage during construction
- **Traffic impacts on residential neighborhoods**
  - Designing well-marked pedestrian crossings
  - Narrowing the width of the railroad right-of-way on 7th Street
- **Potential displacement of Wagner's Price Slasher**
  - Using flexible zoning or parking codes to build on remaining parcel
  - Allowing the use of City-owned railroad right-of-way for new construction

# INTRODUCTION

The City of Prineville is considering realignment of the Northern Arterial. The City contracted ECONorthwest (ECO) to assess the impacts of each proposed alternative for the Northern Arterial alignment in Prineville. This report completes ECO's work as a contractor to the City of Prineville for this project. It provides an assessment of the impacts of the proposed alternative alignments of the Northern Arterial, including: establishing a framework for analysis as specified in Task 2; describing the affected environment as specified in Task 3; describing the No-Build Alternative as specified in Task 4; assessing the social and economic impacts of build alternatives as specified in Task 5; and identifying mitigation measures as specified in Task 6.

This report, as specified in ECO's contract, is a stand-alone technical report on social and economic impacts, and could be incorporated into a larger report for the study, either by reference or as a chapter. This report's focus is only on the impacts of the proposed alternative alignments of the Northern Arterial. Its purpose is to give approximate but defensible answers to questions about economic and social impacts of alternative alignments in Prineville. Given schedule and budget constraints, the analysis addresses broadly the economic and social factors most likely to affect proposed alignment alternatives in Prineville.

The City of Prineville is constructing a new arterial roadway that will provide an alternative to Highway 26 for east-west travel through Prineville. This route will roughly parallel Highway 26 through Prineville, and thus the roadway is referred to as the Northern Arterial. The western portion of the Northern Arterial has already been completed along the section of NW 9<sup>th</sup> Street between US 26 and Main Street. Construction will begin soon on the eastern portion of the Northern Arterial, which will use the alignment of NE Laughlin Road from NE 7<sup>th</sup> Street to US 26.

Three options have been identified for connecting the west and east portions of the Northern Arterial in central Prineville. From west to east, these options are as follows:

**Option 1:** Transition NW 9<sup>th</sup> Street south to connect to NE 7<sup>th</sup> Street at Main, following NE 7<sup>th</sup> Street east to NE Laughlin Road.

**Option 2:** Extend 9<sup>th</sup> Street east from Main Street to connect with the Prineville Railway, and following that right-of-way southeast to NE Laughlin Road at NE 7<sup>th</sup> Street.

**Option 3:** Transition NW 9<sup>th</sup> Street north to NW 10<sup>th</sup> Street across Main Street to connect with the Prineville Railway, and following that right-of-way southeast to NE Laughlin Road at NE 7<sup>th</sup> Street. This option has three alternative routes that could be constructed west of Main Street.

Figure 1 shows these three options (and their alternative alignments). Option 1 is the southern route shown in green. Option 2 is the middle route shown in brown, with an alternative alignment for this option shown in red. Option 3 is the

northern route shown in blue, with alternative alignments shown in blue, teal, and brown. Figure 1 shows that each of the options will include a traffic signal on Main Street at its intersection with the Northern Arterial.

**Figure 1. Alignment options for the Northern Arterial**

**Option 1: 7<sup>th</sup> Street**

**Option 2: 9<sup>th</sup> Street to Railroad (with alternative alignment)**

**Option 3: 10<sup>th</sup> Street to Railroad (with blue alignment)**

**10<sup>th</sup> Street to Railroad (with teal alignment)**

**10<sup>th</sup> Street to Railroad (with brown alignment)**



Source: W&H Pacific. Prineville Transportation System Plan, Northern Arterial Exhibit. Plot date 3/1/05.

## FRAMEWORK FOR ANALYSIS OF IMPACTS

The decision facing the City of Prineville is not uncommon. Planning for transportation projects frequently includes consideration of alternative alignments and a wide range of potential impacts. Given the substantial cost and permanence of major investments in transportation facilities, public agencies find it prudent to conduct careful evaluations of alternatives and their impacts for these projects. The need for an evaluation of alternatives and impacts has led to the standardization of such analysis through legislation and regulation.

The National Environmental Policy Act (NEPA) requires an Environmental Assessment or Environmental Impact Statement for major transportation projects that are built with federal funds. Since many transportation projects use federal funds, the assessment of impacts that is mandated by NEPA has become the common framework for most assessments of project impacts. In addition, the large number of impact analyses that have been conducted for transportation projects over the past has led to a substantial academic literature on methods for analysis of various types of impacts.

NEPA requires consideration of a wide range of potential social, economic, fiscal, and environmental impacts for each alternative of a proposed project. The Northern Arterial, however, is not being built with federal funds so the City of

Prineville is not required to conduct a full Environmental Assessment or Environmental Impact Statement. In addition, a full analysis as mandated by NEPA is expensive and would address many issues that may not concern City leaders or residents.

Given the types of concerns raised by residents of Prineville about potential alignments for the Northern Arterial, this report focuses on impacts typically classified as Economic and Social impacts. While this report is not a full environmental assessment as mandated by NEPA, we use the regulations and guidelines that are used to implement NEPA, and accepted practices for analysis of transportation project impacts, as a framework for the analysis in this report. Specifically, we use these standards to identify the types of impacts to consider and the methods for assessing these impacts for the Northern Arterial project. Economic and Social impacts are general categories that include specific types of impacts:

### **Economic impacts**

- **Business displacements.** Right-of-way and access restrictions necessary for a project alternative may cause the displacement of affected businesses from property in the improvement corridor.
- **Access impacts.** Project alternatives have the potential to change the pattern or points of access to businesses in the corridor.
- **Impacts to businesses, business districts, and the local economy.** Businesses remaining in the corridor after any displacements, the surrounding business district, and the local economy may experience impacts resulting from changes in accessibility, traffic patterns, and traffic volume resulting from the project alternatives. In the long run these changes can result in impacts on land uses and property values in the area. We assess the implications of these impacts for the surrounding business districts and the Central Oregon economy.

### **Social impacts**

- **Residential displacements.** Right-of-way and access restrictions necessary for a project alternative may cause the displacement of affected residences from property in the improvement corridor.
- **Impacts to community institutions.** Alternatives for the Northern Arterial may impact social services and institutions including schools, hospitals, churches, police and fire services, and social organizations
- **Impacts to neighborhoods.** Residents of neighborhoods in the project area may be affected by alternatives for the Northern Arterial. The location, level, and type of traffic on the roadway can impact neighborhood cohesion by affecting pedestrian connections and opportunities for casual interaction. Noise and air pollution generated by traffic can also impact the residents of surrounding neighborhoods. In the long run these changes can result in impacts on property values and land uses in the area.



- **Impacts on social groups.** Alternatives for the Northern Arterial may impact groups for which there is particular concern in society. These groups include the elderly, handicapped, nondrivers, ethnic groups, and low-income households. We will assess the extent to which these groups exist in the project area and potential impacts on these groups for alternative alignments of the Northern Arterial.
- **Construction impacts.** Businesses, residents, and institutions may experience short-term impacts from construction of the Northern Arterial. Constructing any of the project alternatives will require altering access points to adjacent properties, closing lanes or entire roadways for periods, and traffic delays. At this point in the project, it is unlikely that detailed construction plans have been developed for each project alternative.

The assessment in this report is organized first by *type of impact*, with a summary of impacts by *alignment option* for the Northern Arterial. For each type of impact, we describe how construction or operation of the Northern Arterial may cause impacts. To the extent possible we use data on future conditions to estimate the magnitude and extent of these impacts. In cases where sufficient data is not available, we must make a judgment about magnitude and extent of these impacts. In each case we will state the data and assumptions we use to reach conclusions about the impacts associated with each alternative for the Northern Arterial.

In this report we focus on impacts that are unique to each alignment option. To isolate the impacts that are unique to each option for the Northern Arterial project, we consider future conditions *with* and *without* the project. The difference between these two futures is the impact of the project. This logic allows us to eliminate impacts that will occur with or without the project because they are due to other factors, such as increased traffic levels generated by population growth.

## THE NO-BUILD ALTERNATIVE

In a full Environmental Impact Statement, the future *without* the proposed transportation project is usually referred to as the No-Build alternative. Future conditions under the No-Build alternative (that is, without the project) are explicitly described in the same manner as for other project alternatives, using the same analytical tools. This No-Build future then becomes the baseline that is compared to future conditions with project alternatives to estimate impacts of the project.

The analysis in this report does not rely on an explicit No-Build alternative for the assessment of impacts. Given construction of the western and eastern portion of the Northern Arterial, one of the options for connecting the two is likely to be built. Even if no connection is constructed, traffic using the eastern and western ends of the Arterial will likely use 7<sup>th</sup> Street and Main to complete the connection, with impacts similar to those for Option 1, but worse due to the lack of improvements on 7<sup>th</sup> Street and the lack of a direct connection forcing traffic to make two 90-degree turns on/off Main Street to complete the connection.

# AFFECTED ENVIRONMENT

## IMPACT AREA

The area primarily affected by options for completing the Northern Arterial is the area shown in Figure 1 immediately surrounding the potential roadways. In addition, impacts to businesses can affect customers and employees who live outside the immediate area. This may be particularly true for residents of surrounding neighborhoods that patronize impacted businesses. Impacts to business districts and neighborhoods can lead to more wide-ranging effects as Prineville grows over time.

The purpose of this section is to examine the characteristics of the neighborhoods and business districts that may be impacted by an option for connecting the Northern Arterial. For this section, we define the study area as the area immediately surrounding the proposed roadways plus the surrounding neighborhood within walking distance from the business district centered on 9<sup>th</sup> and Main Street.

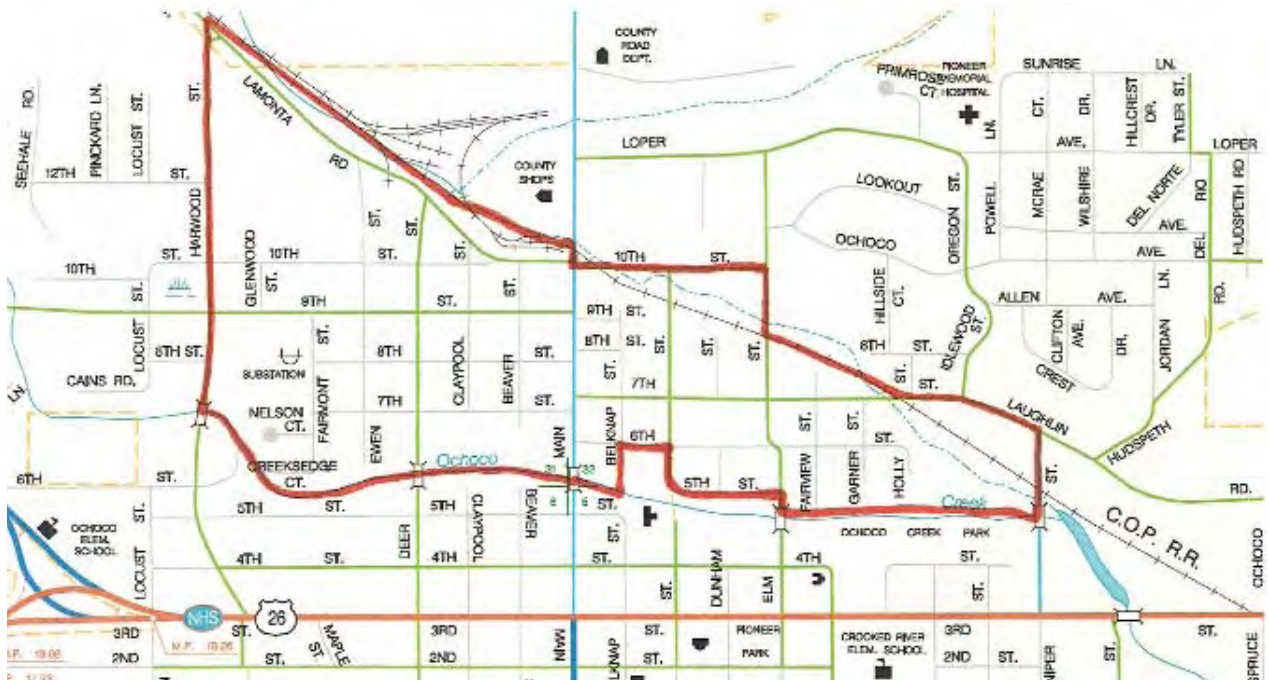
We used data from the 2000 Census to describe characteristics of the study area and to compare conditions in the study area to those in Prineville and Oregon. While data from the 2000 Census is somewhat dated, we felt that it is still useful for several reasons:

- Census data are very reliable and available for small units of geography.
- Census data are readily available on the internet.
- We doubt that conditions in the study area have changed substantially in the intervening years.

We used Census data that would help describe the economic and social characteristics of residents in the study area, including population by age, household by age and family type, and housing units by tenure. Census or other data that directly measure some conditions that are pertinent to this study, such as household income and access to a vehicle, are not available at the neighborhood level.

For this section we defined a study area composed of Census blocks in the area surrounding the proposed roadways and within walking distance of the business district centered on 9<sup>th</sup> and Main Street. This study area is generally bounded by Harwood Street (west), Ochoco Creek (south), Juniper Road (east) and Lamonta Road and the railroad tracks (north). This area is outlined in red in Figure 2.

**Figure 2. Location of impact study area**



Source: ECONorthwest. Base map from OODT, *Prineville East –Crook County*, 2004.

## POPULATION AND DEMOGRAPHIC CHARACTERISTICS

Table 1 shows the population by age in the study area and Prineville in 2000. Table 1 shows that the composition of the population in the study area is very similar to that for Prineville as a whole. The largest difference is for the population aged 20–29, which comprises 17% of population in the study area but only 14% of the population in Prineville.

Table 1 also shows the distribution of population in Oregon by age for comparison. This data shows that age distribution in the study area and Prineville is roughly similar to that in Oregon, except that the study area and Prineville have a larger share of their population less than 9 years of age.

**Table 1. Population by age in the study area, Prineville, and Oregon, 2000.**

Age	Number		Percent			Study Area % Prineville
	Study Area	Prineville	Study Area	Prineville	Oregon	
under 9	150	1,206	17%	16%	13%	12%
10-19	128	1,147	14%	16%	14%	11%
20-29	154	1,061	17%	14%	14%	15%
30-39	108	959	12%	13%	14%	11%
40-49	97	878	11%	12%	16%	11%
50-59	82	692	9%	9%	12%	12%
60-69	75	536	8%	7%	7%	14%
70+	89	877	10%	12%	10%	10%
<b>Total</b>	<b>883</b>	<b>7,356</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>12%</b>

Source: US Bureau of the Census, 2000. Summary and percentages calculated by ECONorthwest.

Table 2 shows the number and distribution of households by type in the study area and Prineville. Compared to Prineville as a whole, Table 2 shows that the study area has a larger share of 1-person households and households headed by an unmarried female with children. The study area has a correspondingly lower share of married-family households than Prineville as a whole. The larger share of 1-person and single-parent households is reflected in the average household size in the study area, which is 2.34 persons compared to 2.55 in Prineville and 2.51 in Oregon. Table 2 shows that the distribution of households in Prineville is similar to that in Oregon.

**Table 2. Households by family type and presence of children in the study area, Prineville, and Oregon, 2000**

Household Type	Number		Percent			Study Area % Prineville
	Study Area	Prineville	Study Area	Prineville	Oregon	
1-person	135	763	36%	27%	26%	18%
Family	218	1,906	58%	68%	66%	11%
Married couples with children	63	696	17%	25%	22%	9%
Married couples without children	80	751	21%	27%	30%	11%
Male householder with children	15	94	4%	3%	2%	16%
Male householder without children	7	35	2%	1%	2%	20%
Female householder with children	40	218	11%	8%	6%	18%
Female householder without children	13	112	3%	4%	4%	12%
Nonfamily with 2 or more persons	24	148	6%	5%	8%	16%
<b>Total</b>	<b>377</b>	<b>2,817</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>13%</b>
Average household size	2.34	2.55			2.51	92%

Source: US Bureau of the Census, 2000. Summary and percentages calculated by ECONorthwest.

Table 3 shows housing units by occupancy and tenure for the study area and Prineville in 2000. Compared to Prineville, the study area has a much greater share of renter-occupied housing units (58% vs. 34%). Conversely, Prineville has a much greater share of owner-occupied housing units (63%) than the study area (42%). The distribution of housing tenure in Prineville is almost exactly the same as that for Oregon as a whole.

**Table 3. Housing units by tenure in the study area, Prineville, and Oregon, 2000**

Housing by Tenure	Number		Percent			Study Area % Prineville
	Study Area	Prineville	Study Area	Prineville	Oregon	
Owner-occupied	158	1,786	42%	63%	64%	9%
Renter-occupied	219	1,031	58%	37%	36%	21%
<b>Total occupied units</b>	<b>377</b>	<b>2,817</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>13%</b>

Source: US Bureau of the Census, 2000. Percentages calculated by ECONorthwest.

Table 4 shows the distribution of housing units by their tenure and age of householder. Compared to Prineville as a whole, Table 4 shows that the study area has a larger share of renter-occupied households with a householder aged 65 years and older (28% in the study area compared to 17% in Prineville).

**Table 4. Housing by tenure and age of householder in the study area, Prineville, and Oregon, 2000**

Housing by Tenure and Age of Householder	Number		Percent			Study Area % Prineville
	Study Area	Prineville	Study Area	Prineville	Oregon	
Owner-occupied	158	1,786	100%	100%	100%	9%
Householder 15 to 24 years	6	72	4%	4%	1%	8%
Householder 25 to 34 years	26	248	16%	14%	11%	10%
Householder 35 to 44 years	29	334	18%	19%	21%	9%
Householder 45 to 54 years	28	300	18%	17%	25%	9%
Householder 55 to 64 years	22	268	14%	15%	17%	8%
Householder 65 to 74 years	30	272	19%	15%	13%	11%
Householder 75 to 84 years	14	219	9%	12%	10%	6%
Householder 85 years and over	3	73	2%	4%	2%	4%
Renter-occupied	219	1,031	100%	100%	100%	21%
Householder 15 to 24 years	25	152	11%	15%	15%	16%
Householder 25 to 34 years	52	276	24%	27%	28%	19%
Householder 35 to 44 years	35	209	16%	20%	22%	17%
Householder 45 to 54 years	30	138	14%	13%	15%	22%
Householder 55 to 64 years	16	82	7%	8%	7%	20%
Householder 65 to 74 years	26	81	12%	8%	5%	32%
Householder 75 to 84 years	26	71	12%	7%	5%	37%
Householder 85 years and over	9	22	4%	2%	3%	41%

Source: US Bureau of the Census, 2000.

Compared to Prineville as a whole, the population and demographic characteristics in Tables 1 - 4 show that the study area has a relatively larger share of children, 1-person and single-parent households, renter-occupied housing, and renter-occupied housing with a householder 65 years and older. While we do not have data on household income or vehicle access for the study area (detailed Census data are not available for small neighborhoods), this set of characteristics suggests that the study area has a larger share of households with low incomes and without access to reliable transportation. These characteristics will affect the magnitude of potential impacts to neighborhood residents from options to complete the Northern Arterial.

## EXPECTED GROWTH IN PRINEVILLE

Table 5 shows the population forecast from Prineville Transportation System Plan (TSP) for Prineville and Crook County between 2003 and 2023. In this twenty-year period, the TSP forecast shows that Prineville will grow by an

average rate of 3.2% per year compared to 2.9% per year in Crook County as a whole. Prineville will grow by 10,178 residents between 2003 and 2023, which is 63% of the county's growth for this time period.

**Table 5. Prineville Transportation System Plan population forecast for Prineville and Crook County, 2003-2023.**

	<b>Prineville UGB</b>	<b>Crook County</b>
2003 Population	11,600	20,900
2023 Population	21,778	37,138
Growth	10,178	16,238
AAGR	3.2%	2.9%

Source: Prineville Transportation System Plan, 2006 (from Prineville Urban Growth Boundary Expansion Evaluation Report, April 2004. Draft Crook County TSP, September, 2004).

Our review of vacant land in Prineville's Urban Growth Boundary suggests that most of the expected growth will occur north and east of the study area. Much of this area is on upland that is separated from the rest of Prineville by slopes. The existing pattern of development and roadways will limit the number of roadway connections between this growing area of Prineville and the traditional downtown area, and Main Street will be one of those connections. Thus, the business district centered on 9<sup>th</sup> and Main Street in the study area is situated to become a "gateway" to downtown Prineville from the growing areas to the north.

## IMPACTS OF ALTERNATIVE ALIGNMENTS

This section describes the type and magnitude of potential impacts resulting from options for connecting the Northern Arterial in Prineville. It is organized by type of impact; for each type of impact, we describe the impacts associated with each option for connecting the Northern Arterial.

The categories of impacts we evaluate are:

- Land acquisition and displacements
- Impacts to remaining businesses, business districts, and neighborhoods, including:
  - Impacts to businesses and business districts
  - Impacts to neighborhoods, including:
    - Impacts of traffic on residents neighborhood
    - Impact of potential displacement on Wagner's Price Slasher

ECO classifies each property impacted by the construction of an alignment alternative as:

- **Displaced**, when parcel use will be completely eliminated by the alignment
- **Impacted**, when some parcel use remains after construction, and options such as consolidations or boundary adjustments could be possible, but the site will be impacted by the project

Properties will experience a range of impacts; even when alignment will only take a small section of property, it will still impact that property by placing an arterial roadway nearby. This report considers the impact to those types of properties as well as those with structures completely displaced by the roadway.

## LAND ACQUISITION AND DISPLACEMENTS

Construction of any option for completion of the Northern Arterial will require the City of Prineville to acquire property for right-of-way. In some cases, acquisition of right-of-way will include existing buildings. This type of impact is referred to as a “displacement” because the affected residents or businesses are displaced from the property.

This section identifies the properties impacted by property acquisitions for each option for the Northern Alternative. To identify the affected properties and any displacement impacts, we used a map with right-of-way for the Northern Arterial options and tax lot boundaries overlaid on an aerial photo (see Figure 1). Tax lots “touched” by the alignment for one of the Northern Arterial options are those where the City may need to acquire property for construction. To make judgments about how much property the City may need to acquire, we used assumptions that are common for analysis of impacts from transportation projects.

- Where the overlay for a Northern Arterial option appears to touch a structure, we assume that the structure will be acquired for right-of-way and its occupants will be displaced by the option.
- In most cases, only a portion of an individual tax lot is needed for right-of-way.
  - When the remaining portion of a property is suitable for use and has value in the market, only the area needed for right-of-way is acquired.
  - When the remaining portion of the property is not usable, the entire property is acquired from the property owner.
  - When a remaining property that would not be useable by itself can be used in conjunction with adjacent property under the same ownership, only the area needed for right-of-way is acquired.
- When it appears that only a portion of a tax lot will need to be acquired, we used the area of the tax lot overlaid by an alignment option to estimate the percentage of the lot acquired.
- While it is conceivable that property acquisition for a road alignment could leave a usable portion of a building, this does not appear possible for any structure impacted by this project. In this report, we assumed that any structure touched by an alignment option is displaced by that option.

- We compared the map in Figure 1 to property assessment maps maintained by Crook County to identify the tax lots affected by each option. We used property assessment data from Crook County to identify the address, owner, use, size, and value of affected property.

The assessment of property acquisition that would be needed for Northern Arterial options in this report is a rough estimate based on close examination of the map shown in Figure 1. While the resulting estimates are sufficient for describing the overall impacts that may result from each option, they are not sufficient for estimating the impacts on every particular property. Once an option is selected for construction, more detailed planning and design for the project will determine the precise alignment for the roadway and the resulting need for property acquisitions. This process frequently helps mitigate impacts of projects by making adjustments in response to site-specific issues.

The use of property assessment data adds another layer of approximation to the assessment of impacts in this section. Property characteristics reported in assessment data can be outdated or inaccurate. In particular, “real market” values reported in assessment data are approximations that frequently do not represent a property’s true value in the current real estate market. The actual cost for property acquisition by the City will be determined after more detailed planning and design for the selected alignment option, and prices negotiated between the City and property owners. Again, and in particular as it pertains to prices for property acquired by the City for this project, the estimates in this report are sufficient for describing the overall impacts that may result from each option but they are not sufficient for estimating the impacts on specific properties. In every case, the prices for properties should be interpreted as a rough estimate of the cost of physical displacement; determining the financial impacts of the alignment on the operation of any impacted businesses would be part of the detailed planning and design once a specific option has been selected.

Table 6 shows the displacement impacts associated with Option 1 for the Northern Arterial, which would take the southern route to connect W 9<sup>th</sup> Street to 7<sup>th</sup> Street east to NE Laughlin Road. Option 1 would also require acquiring a ten-foot swath of right-of-way on both sides of 7<sup>th</sup> Street. Without greater analysis, the actual fiscal impacts of the right-of-way expansion along 7<sup>th</sup> Street are at this time unattainable. It appears, however, that such analysis would reveal significantly higher costs than initially estimated for this option. ECO gives preliminary estimates of the minimal cost of property acquisitions for this right-of-way expansion below included in Table 5.

Table 5 shows that Option 1 would:

- Displace six homes on two blocks east of Main Street. Based on assessment records, five of these homes appear to be owner-occupied and one appears renter-occupied.<sup>1</sup>

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<sup>1</sup> We compared the owner’s mailing address to the site address to determine the tenure of impacted residences.



- Displace two small commercial structures on the west side of Main Street that are currently vacant, as well as one structure on the southwest corner of 7<sup>th</sup> and Main Streets occupied by Cooper Electric.
- Take portions of of 35 residential properties on East 7<sup>th</sup> Street as well one home located on Northwest 7<sup>th</sup> Street.
- Take portions of one property occupied by the Tire Factory.
- Take small portions of four other developed residential lots in three blocks west of Main Street.
- Require acquisition of 1.57 acres with a reported real market value totaling almost \$935,000 including structures.

**Table 6. Displacements with Option 1 (7<sup>th</sup> Street)**

Address	Tax Lot	Owners	Acres		Building Type	Tenure	Property Cost
			Displaced	Remaining			
<b>DISPLACEMENTS (building eliminated by alignment)</b>			<b>0.87</b>	<b>0.23</b>			<b>\$746,434</b>
<b>Residential</b>			<b>0.70</b>	<b>0.05</b>			<b>\$595,405</b>
746 NW BEAVER	141631DD08800	SCOTT, ZEBADIAH	0.12	0.00	Residential	Owner-occupied	\$98,790
720 NW BEAVER	141631DD08801	CARLSON, ROSS D GRIFFIN, CHRISTOPHER	0.13	0.00	Residential	Owner-occupied	\$107,140
251 NW 8TH	141631DD10900	M &	0.10	0.00	Residential	Owner-occupied	\$73,260
205 NW 8TH	141631DD10901	TERRY, GREY M & BLANCK, DARYL &	0.10	0.00	Residential	Renter-occupied	\$113,270
843 NW BEAVER	141631DD11000	YVONNE TRUST ETAL WESTERN UNITED LIFE	0.05	0.05	Residential	Owner-occupied	\$71,845
234 NW 9TH	141631DD11300	ASSURANCE	0.20	0.00	Residential	Owner-occupied	\$131,100
<b>Commercial</b>			<b>0.17</b>	<b>0.18</b>			<b>\$151,029</b>
not reported	141631DD08201	FAHLGREN INVESTMENTS LLC	0.10	0.00	Commercial	Vacant	\$43,430
755 N MAIN	141631DD08300	PRINEVILLE PREMIER LLC	0.05	0.00	None		\$21,100
678 N MAIN ST	141632CC09700	COOPER, NORM FAMILY TRUST	0.02	0.18	Commercial	Cooper Electric	\$86,499
<b>IMPACTED (parcel use remains)</b>			<b>0.70</b>	<b>1.08</b>			<b>\$184,349</b>
<b>Residential</b>			<b>0.62</b>	<b>0.68</b>			<b>160610.33</b>
167 NW 7TH	141631DD08900	WORKMAN FAMILY TRUST	0.02	0.08	Residential	Owner-occupied	\$9,120
843 NW BEAVER	141631DD11101	BLANCK, DARYL & YVONNE TRUST ETAL	0.04	0.06	None		\$10,120
EAST 7TH ST (MAIN ST - RYEGRASS CANAL)	35 Lots	Various	0.50	n/a	Residential	Owner & renter	\$123,175
220 NW 9TH	141631DD11201	CLARK, DAVID W &	0.01	0.09	Residential	Owner-occupied	\$4,253
826 NW CLAYPOOL	141631DD11400	ROTH, KATIE A	0.04	0.16	Residential	Renter-occupied	\$9,228
785 NW BEAVER ST	141631DD11900	ADAMS, ARTHUR N &	0.00	0.20	Residential	Owner-occupied	\$461
206 NW 8TH	141631DD12000	HOSKINS, ALLEN W &	0.01	0.09	Residential	Renter-occupied	\$4,253
<b>Commercial</b>			<b>0.07</b>	<b>0.55</b>			<b>\$23,739</b>
160 NE 7TH ST	141632CC09800	COOPER, NORM FAMILY TRUST	0.02	0.20	None	Cooper Electric	\$6,841
740 N MAIN ST	141632CC10100	BISHOP, FRED TRUST ET AL	0.02	0.08	None	Cooper Electric	\$11,648
703 NE BELKNAP ST	141632CC10900	BISHOP, FRED TRUSTEE & PRINEVILLE PREMIER	0.02	0.13	None	Tire Factory	\$5,250
765 N MAIN ST	141631DD08400	LLC	0.01	0.14	Commercial	Vacant	\$3,167
Residential	47 lots	6 homes displaced	1.32	0.73			\$756,015
Commercial	7 lots	1 business displaced	0.24	0.73			\$174,768
<b>Total</b>	<b>54 lots</b>		<b>1.57</b>	<b>1.46</b>			<b>\$930,783</b>

Source: Crook County assessment data provided by the City of Prineville. Assessment of displacement impacts on individual properties by ECONorthwest.

One of the displaced residences with Option 1 is on two lots that total 0.20 acres together. After acquisition of right-of-way, this property owner would have a remaining area of 0.11 acres, which is a common size for residential lots in this neighborhood. Other residential properties where the right-of-way requires displacement of a structure in Option 1 would not have a usable remainder, so it appears that the City will need to fully acquire these properties.

Table 7 shows the displacement impacts associated with Option 2 for the Northern Arterial, which would extend W 9<sup>th</sup> Street east to the Prineville Railway alignment. Table 7 shows that Option 2 would:

- Displace one home on Court Street that appears to be owner-occupied, and northeast of the railroad crossing on East 7<sup>th</sup> Street which is occupied by a home-based day care business.

- Displace the Wagner's Price Slasher market on the east side of Main Street by taking a portion of the existing structure for right-of-way.
- Take portions of 11 residential lots between Court and 7<sup>th</sup> Streets.
- Take small portions of a commercial property on Northeast Elm Street.
- Require acquisition of 1.47 acres with a reported real market value totaling \$1.26 million including structures.

**Table 7. Displacements with Option 2 (9<sup>th</sup> Street)**

Address	Tax Lot	Owners	Acres		Building Type	Tenure	Property Cost
			Displaced	Remaining			
<b>DISPLACEMENTS (building eliminated by alignment)</b>			<b>0.62</b>	<b>0.69</b>			<b>\$1,102,152</b>
<b>Residential</b>			<b>0.16</b>	<b>0.00</b>			<b>\$151,000</b>
891 NE COURT	141632CC04200	HENDRIX, EARL D &	0.16	0.00	Residential	Owner-occupied	\$75,500
	141632CD05901				Residential	Home-based day care	\$75,500
<b>Commercial</b>			<b>0.46</b>	<b>0.69</b>			<b>\$951,152</b>
930 N MAIN	141632CC11200	BECMAR PROPERTIES, LLC	0.46	0.69	Commercial	Price Slasher	\$951,152
<b>IMPACTED (parcel use remains)</b>			<b>0.85</b>	<b>1.13</b>			<b>\$153,487</b>
<b>Residential</b>			<b>0.12</b>	<b>0.00</b>			<b>\$29,247</b>
SOUTH SIDE COPRR (COURT - 7TH ST)	11 Lots	Various	0.12	n/a	Residential	Owner & renter	\$29,247
<b>Commercial</b>			<b>0.74</b>	<b>1.13</b>			<b>\$124,240</b>
VACANT LAND	141632CC03800	BECMAR PROPERTIES, LLC	0.61	0.00	Vacant		\$113,350
815 NE ELM ST	141632CC03500	PEKKOLA-MOMBERT PROPERTIES	0.13	1.13	Commercial		\$10,890
Residential	13 lots	2 homes displaced	0.28	0.00			\$180,247
Commercial	3 lots	1 business displaced	1.20	1.82			\$1,075,392
<b>Total</b>	<b>16 lots</b>		<b>1.47</b>	<b>1.82</b>			<b>\$1,255,639</b>

Source: Crook County assessment data provided by the City of Prineville. Assessment of displacement impacts on individual properties by ECONorthwest.

Table 8 shows the displacement impacts associated with Option 3 and the blue alignment of Option 3 for the Northern Arterial, which would take a northern route to connect W 9<sup>th</sup> Street east to the Prineville Railway alignment. With the blue alignment of Option 3, as with the other two alignments of Option 3, further technical clarification will be needed to ascertain whether truck traffic will be able to maneuver the anticipated 300-foot radius designs. Table 8 shows that Option 3 with the blue alignment would:

- Displace one home, the property occupied by the home-based day care business.
- Displace four commercial structures that are the current location for four businesses: Duckett Welding, Paint Box, Bill's Upholstery, and Accurate Glass Service.
- Take portions of 11 residential and four other commercial lots.
- Require acquisition of 0.64 acres with a reported real market value of \$544,000 including structures.

**Table 8. Displacements with Option 3 (10<sup>th</sup> Street, blue alignment)**

Address	Tax Lot	Owners	Acres		Building Type	Tenure	Property Cost
			Displaced	Remaining			
<b>DISPLACEMENTS (building eliminated by alignment)</b>			<b>0.33</b>	<b>0.37</b>			<b>\$486,039</b>
<b>Residential</b>			<b>0.00</b>	<b>0.00</b>			<b>\$75,500</b>
	141632CD05901				Residential	Home-based day care	\$75,500
<b>Commercial</b>			<b>0.33</b>	<b>0.37</b>			<b>\$410,539</b>
275 NW 9TH	141631DD10800	PORFILY, FRANK A	0.10	0.00	Commercial		\$59,280
937 NW BEAVER	141631DD10500	DUCKETT, JACK ET UX	0.07	0.13	Commercial	Duckett Welding	\$154,226
990 NW BEAVER	141631DD00300	DUCKETT, JACK ET UX	0.01	0.08	Commercial	Accurate Glass	\$4,183
						Paint Box & Bill's	
200 NW 10TH	141631DD00600	DUCKETT, JACK &	0.16	0.16	Commercial	Upholstery	\$192,850
<b>IMPACTED (parcel use remains but heavily impacted)</b>			<b>0.31</b>	<b>1.36</b>			<b>\$58,105</b>
<b>Residential</b>			<b>0.12</b>	<b>0.00</b>			<b>\$29,247</b>
SOUTH SIDE COPRR (COURT - 7TH ST)							
	11 Lots	Various	0.12	n/a	Residential	Owner & renter	\$29,247
<b>Commercial</b>			<b>0.19</b>	<b>1.36</b>			<b>\$28,858</b>
	141631DD10700	PORFILY, DONALD R	0.05	0.05	Vacant		\$12,150
815 NE ELM ST	141632CC03500	PEKKOLA-MOMBERT PRC	<b>0.13</b>	<b>1.13</b>	Commercial		<b>\$10,890</b>
968 NW CLAYPOOL	141631DD10600	PORFILY, DONALD R	<b>0.01</b>	<b>0.09</b>	Commercial		<b>\$3,530</b>
209 NW 9TH ST	141631DD10400	DUCKETT, JACK &	<b>0.01</b>	<b>0.10</b>			<b>\$2,288</b>
Residential	12 lots	1 home displaced	0.12	0.00			\$104,747
Commercial	8 lots	4 businesses displaced	0.52	1.73			\$439,397
<b>Total</b>	<b>20 lots</b>		<b>0.64</b>	<b>1.73</b>			<b>\$544,144</b>

Source: Crook County assessment data provided by the City of Prineville. Assessment of displacement impacts on individual properties by ECONorthwest.

Table 9 shows the displacement impacts associated with Option 3 and the teal alignment of Option 3 for the Northern Arterial, which would take a northern route to connect W 9<sup>th</sup> Street east to the Prineville Railway alignment. With the teal alignment of Option 3, as with the other two alignments of Option 3, further technical clarification will be needed to ascertain whether truck traffic will be able to maneuver the anticipated 300-foot radius designs. Table 9 shows that Option 3 with the teal alignment would:

- Displace two homes, including the property occupied by the home-based day care business.
- Displace one commercial structure that is the current location for two businesses: Paint Box and Bill's Upholstery.
- Take portions of 12 other residential and one other commercial lots.
- Require acquisition of 0.53 acres with a reported real market value of \$388,000 including structures.

**Table 9. Displacements with Option 3 (10<sup>th</sup> Street, teal alignment)**

Address	Tax Lot	Owners	Acres		Building Type	Tenure	Property Cost
			Displaced	Remaining			
<b>DISPLACEMENTS (building eliminated by alignment)</b>			<b>0.36</b>	<b>0.16</b>			<b>\$343,850</b>
<b>Residential</b>			<b>0.20</b>	<b>0.00</b>			<b>\$151,000</b>
	141632CD05901				Residential	Home-based day care	\$75,500
	141634DD00800		0.20	0.00	Residential		\$75,500
<b>Commercial</b>			<b>0.16</b>	<b>0.16</b>			<b>\$192,850</b>
200 NW 10TH	141631DD00600	DUCKETT, JACK &	0.16	0.16	Commercial	Paint Box & Bill's Upholstery	\$192,850
<b>IMPACTED (parcel use remains but heavily impacted)</b>			<b>0.18</b>	<b>0.24</b>			<b>\$43,847</b>
<b>Residential</b>			<b>0.13</b>	<b>0.19</b>			<b>\$31,697</b>
SOUTH SIDE COPRR (COURT - 7TH ST)	11 Lots	Various	0.12	n/a	Residential	Owner & renter	\$29,247
	141634DD00901		0.01	0.19	Residential		\$2,450
<b>Commercial</b>			<b>0.05</b>	<b>0.05</b>			<b>\$12,150</b>
	141631DD10700	PORFELY, DONALD R	0.05	0.05	Vacant		\$12,150
Residential	14 lots	2 homes displaced	0.33	0.19			\$182,697
Commercial	2 lots	2 businesses displaced	0.21	0.21			\$205,000
<b>Total</b>	<b>16 lots</b>		<b>0.53</b>	<b>0.40</b>			<b>\$387,697</b>

Source: Crook County assessment data provided by the City of Prineville. Assessment of displacement impacts on individual properties by ECONorthwest.

Table 10 shows the displacement impacts associated with Option 3 and the brown alignment of Option 3 for the Northern Arterial, which would take a northern route to connect W 9<sup>th</sup> Street east to the Prineville Railway alignment. With the brown alignment of Option 3, as with the other two alignments of Option 3, further technical clarification will be needed to ascertain whether truck traffic will be able to maneuver the anticipated 300-foot radius designs. Table 10 shows that Option 3 with the brown alignment would:

- Displace three homes, including the property occupied by the home-based day care business.
- Displace no commercial structures.
- Take portions of 13 residential lots.
- Require acquisition of 0.69 acres with a reported real market value of \$297,000 including structures.

**Table 10. Displacements with Option 3 (10<sup>th</sup> Street, brown alignment)**

Address	Tax Lot	Owners	Acres		Building Type	Tenure	Property Cost
			Displaced	Remaining			
<b>DISPLACEMENTS (building eliminated by alignment)</b>			<b>0.50</b>	<b>0.00</b>			<b>\$251,000</b>
<b>Residential</b>			<b>0.50</b>	<b>0.00</b>			<b>\$251,000</b>
	141632CD05901				Residential	Home-based day care	\$75,500
	141634DD01100		0.30	0.00	Residential		\$100,000
	141634DD00900		0.20	0.00	Residential		\$75,500
<b>Commercial</b>			<b>0.00</b>	<b>0.00</b>			<b>\$0</b>
None							
<b>IMPACTED (parcel use remains but heavily impacted)</b>			<b>0.19</b>	<b>0.43</b>			<b>\$46,397</b>
<b>Residential</b>			<b>0.19</b>	<b>0.43</b>			<b>\$46,397</b>
SOUTH SIDE COPRR (COURT - 7TH ST)							
	11 Lots	Various	0.12	n/a	Residential	Owner & renter	\$29,247
	141634DD00901		0.04	0.16	Residential		\$9,800
	141634DD01000		0.03	0.27	Residential		\$7,350
<b>Commercial</b>			<b>0.00</b>	<b>0.00</b>			<b>\$0</b>
None							
Residential	14 lots	3 homes displaced	0.69	0.43			\$297,397
Commercial	2 lots	no businesses displaced	0.00	0.00			\$0
<b>Total</b>	<b>16 lots</b>		<b>0.69</b>	<b>0.43</b>			<b>\$297,397</b>

Source: Crook County assessment data provided by the City of Prineville. Assessment of displacement impacts on individual properties by ECONorthwest.

Table 11 summarizes the property acquisition and displacement impacts associated with each option for the Northern Arterial. This table illustrates the trade-offs that make selection of an option for the Northern Arterial difficult:

- **Option 1:** This alignment falls in between Options 3 and 2 in terms of property cost, but it displaces six homes, two commercial structures, and takes portions of 54 lots, mostly residential. This option also requires acquiring the most acreage of any of the options.
- **Option 2:** This alignment displaces two homes and one commercial business, the Wagner's Price Slasher market. This option has the largest property cost of the three options.
- **Option 3:** This option, depending on the alignment, displaces between one and three homes, as well as portions of between 16 and 20 lots, mostly residential. Any alternative of this option has the lowest total acreage and property cost, but these alternatives effectively displace up to four businesses.

**Table 11. Summary of property acquisition and displacement impacts for Northern Arterial options**

Property Impact	Option 1 7th Street	Option 2 9th Street	Option 3 10th Street		
			Blue	Teal	Brown
<b>Residential Displacements</b>	6 homes	2 homes	1 home	2 homes	3 homes
<b>Commercial Displacements</b>	2 buildings: Cooper Electric + 1 vacant	1 building: Price Slasher	3 buildings: Duckett Welding, Accurate Glass, Paint Box, Bill's Upholstery	1 building: Paint Box & Bill's Upholstery	None
<b>Land Only</b>	Portions of 54 lots, mostly residential	Portions of 16 lots, mostly residential	Portions of 20 lots, mostly residential	Portions of 16 lots, mostly residential	Portions of 16 lots, all residential
<b>Total Acres Taken</b>	1.57	1.47	0.64	0.53	0.69
<b>Total Cost (rounded)</b>	\$930,000	\$1,260,000	\$540,000	\$390,000	\$300,000

Source: ECONorthwest.

The City must pay fair market value for property displaced for right-of-way. In theory, affected property owners can use this payment to purchase similar property for their residence or business. For affected residential property owners, the theory is mostly true. Homes in the older developed portions of Prineville are available on the market; these homes are of a similar quality and type to those that would be displaced by one of the Northern Arterial options. It is also likely that some affected residents will take the opportunity to move to other areas.

Replacing business locations is more difficult. This is particularly true for the Price Slasher grocery. This business is located in a building that was built for a grocery store. Our tour of Prineville and contacts with local real estate agents identified no vacant structures suitable for a grocery business of the size and type similar to the current Price Slasher. If Option 2 displaces the Price Slasher, its owners would need to construct a new building to continue their grocery business.

Businesses on Beaver Street impacted by Option 3 may have a difficult time finding a replacement site for their business because the alignment requires only a portion of their properties. While the remaining portions will have some value, they may not be useable by the impacted business. But with payment for only a portion of their property, they may not be able to easily manage a transition to another site. In this case the City may want to consider buying these business sites completely to give these businesses a better opportunity to find another site.

## **IMPACTS TO REMAINING BUSINESSES, BUSINESS DISTRICTS, AND NEIGHBORHOODS**

Completion of the Northern Arterial will have additional impacts for businesses and residents of Prineville, particularly those in proximity to the connection options considered in this report. The neighborhood around 9<sup>th</sup> Street and Main Street on which this study is centered is composed of a traditional urban street grid. Stores and shops line Main, 9<sup>th</sup>, and 10<sup>th</sup> streets, with mostly single-

family homes on other streets in the neighborhood. The street grid and location of the project in a developed neighborhood mean that any of the Northern Arterial options have the potential to impact businesses and residents in the area. In addition, options for the Northern Arterial will affect the surrounding neighborhood and business district. Impacts to the area as a business district and residential neighborhood can have implications for other areas of Prineville.

This section describes the likely impacts on businesses, business districts, and neighborhoods with construction of a Northern Arterial option.

## **BUSINESSES AND BUSINESS DISTRICTS**

Each of the Northern Arterial connections will create a major intersection on Main Street with land zoned for commercial use. As noted earlier in this report, growth in the northern portion of Prineville will make the business district centered on 9<sup>th</sup> and Main Street a “gateway” to downtown from this growing area. This intersection, and the improvement of the corridor that go along with it, will benefit remaining businesses and create a strong economic incentive for commercial development at this intersection and locations zoned for commercial use on Main Street and the Northern Arterial. The type and level of traffic we expect with completion of the Northern Arterial will generate demand for highway-related uses typical on smaller lots, such as convenience stores and gas stations. This demand will likely spur development of vacant sites, and may spur redevelopment of existing structures (renovation or replacement). The impact of this new intersection on adjacent development will depend on where it is located:

**With Option 1, this intersection would be at 7<sup>th</sup> Street & Main Street.**

This intersection would have a vacant 0.2-acre lot at its NW corner, a residence on the SW corner, and two existing buildings on the eastern corners. This location may spur redevelopment of adjacent properties with existing structures, as none appear suitable for high-volume commercial use.

**With Option 2, this intersection would be at 9<sup>th</sup> Street & Main Street.**

This intersection would have two existing businesses on its western corners. With displacement of the Wagner’s Price Slasher, the eastern corners of this intersection would have two large vacant lots zoned for commercial use. On the NE corner, the remaining Wagner’s Price Slasher lot would have 0.6 acres; combined with the adjacent lot to the north this site is 1.29 acres. The SE corner of this intersection would have a vacant 0.43-acre site. The current owners of the Wagner’s Price Slasher own both of these corner sites. With Option 2, development of these vacant sites is very likely, and this option may spur redevelopment of the existing business properties to the west.

**With Option 3, this intersection would be at 10<sup>th</sup> Street & Main Street.**

This intersection would have existing business at its southern corners, a gas station/convenience store to the west and insurance office to the east. The proximity of this intersection to the Prineville Railway and sloping lands to the north will limit commercial development opportunities on the northern corners of this intersection. With Option 3, some infill or redevelopment of the SE corner site is



likely, and this option may spur redevelopment of the gas station/convenience store to the west.

Completion of the Northern Arterial will improve conditions for remaining businesses in the area, particularly those along Main Street. The project is likely to make the area more attractive by improving its appearance and by making it safer for vehicles and pedestrians, as well as by increasing traffic in the area. This is generally true for each of the alignment options. But the different locations for the intersection on Main Street have implications for how the surrounding district develops. As noted earlier, completion of the Northern Arterial will generate demand for highway-related uses that are typical on smaller lots, such as convenience stores and gas stations.

The location of the intersection on Main Street also affects how the surrounding business district relates to downtown Prineville and developing areas to the north. The area centered on 9<sup>th</sup> and Main shares a similar development style and period with downtown Prineville, but is separated from downtown by Ochoco Creek. Given the similar development pattern, period design, and street grid, there is potential for Prineville to better integrate the area north of Ochoco Creek with the rest of downtown Prineville. As Prineville grows, the business district at 9<sup>th</sup> and Main may be increasingly perceived as part of the traditional downtown rather than as a separate district. This will be particularly true if it retains some of its traditional downtown character.

The Prineville Railway and slopes to the north separate the area around 9<sup>th</sup> and Main from areas to the north. The area north of 9<sup>th</sup> and Main is expected to experience substantial growth over the next twenty years, absorbing the majority of Prineville's projected population growth. Given the existing street network, Main Street will be a major connector between this developing area and downtown Prineville. Thus, development of an intersection on Main Street as part of the Northern Arterial project has the potential to create a gateway linking areas to the north to traditional downtown Prineville.

Option 1 will create pressure for highway-related development on 7<sup>th</sup> and Main Street, an area with small lots, existing neighborhood commercial buildings, and surrounded by residential development. Given the considerations for how the surrounding area relates to other districts in Prineville, this option may generate demand for development that is not well suited for the surrounding neighborhood. With Option 1 the City should consider regulating development on lots near this intersection to ensure that they are appropriate for the neighborhood.

Options 2 and 3 would create demand for highway-related development in areas that are already developed in this manner. In addition, potential development sites in Options 2 and 3 are more appropriate for highway-related uses because they are larger and more removed from residences in the surrounding neighborhood.

Given the attractiveness of this intersection and adjacent corridors for commercial development, and its proximity to downtown Prineville, the City may want to consider requiring development types that are more suitable for a

traditional neighborhood commercial center rather than typical highway-related development.

To summarize, the various alignment alternatives would each impact the surrounding businesses and the downtown business district in different ways.

- **Option 1:** This alternative would create an intersection at 7<sup>th</sup> and Main which is adjacent to residential use areas, and does not currently have highway-related development.
- **Option 2:** This alternative would create an intersection at 9<sup>th</sup> and Main, which will increasingly serve as the gateway to downtown from northern Prineville. This area is well separated from residential uses and is appropriate for highway-related development.
- **Option 3:** This alternative would create an intersection at 10<sup>th</sup> and Main, another area well suited for highway-related development that is clearly separated from residential uses.

## NEIGHBORHOOD IMPACTS

Any of the options for completing the Northern Arterial will impact residents of the surrounding neighborhood by changing the type and level of traffic near homes. Traffic can impact residents and neighborhoods by affecting noise and air pollution, safety, walkability, neighborhood cohesion, land use, and property values. This section considers the relative impacts of Northern Arterial options for each of these aspects of impacts to residents and the surrounding neighborhood.

These impacts should be considered in the context of future conditions without completion of the Northern Arterial. The western portion of the Northern Arterial has been completed, and the eastern portion is slated for completion soon. If the connection between 9<sup>th</sup> Street and Laughlin Road is not completed, much of the traffic expected on the completed Northern Arterial will use the corridor anyway. Thus, much of the negative impacts associated with increased traffic on the Northern Arterial are likely to happen regardless. Increased traffic on this route would occur without the improved streets, sidewalks, signage, and signals that are part of each option. These improvements are designed to help mitigate the impacts of increased traffic on businesses and residents in the neighborhood.

By improving traffic flow and street conditions, any of the Northern Arterial options will help reduce impacts on neighborhood residents if compared to the option of doing nothing at all. The selected option for completion of the Northern Arterial, however, has important implications for key impacts of the decision: which residents will be affected and whether the Wagner's Price Slasher market is displaced.

### Impact of traffic on residents and neighborhood

Option 1 would route the Northern Arterial along 7<sup>th</sup> Street. Approximately five blocks of this street is developed primarily with older single-family residences. Options 2 and 3, however, would route the Northern Arterial along the Prineville Railway alignment. Given its former use as a rail corridor, surrounding

development faces away from this alignment. In addition, steep slopes north of the alignment have limited residential development of this area. Compared to Option 1, Options 2 and 3 expose far fewer residents to the range of negative impacts associated with increased traffic in the corridor.

The differences in impacts for safety, walkability, and neighborhood cohesion are particularly noticeable for Option 1 compared with Options 2 and 3. By routing the Northern Arterial through residential neighborhoods, Option 1 has the potential to generate substantially more of these impacts on residents than Options 2 and 3. On 7<sup>th</sup> Street, traffic on the Northern Arterial would pass by the front yards of homes on both sides of the street, exposing residents to noise and air pollution. The increased traffic would make crossing 7<sup>th</sup> Street more dangerous, particularly for the elderly and children. High traffic volumes on a corridor can effectively divide a neighborhood by discouraging casual meetings and pedestrian connections across the corridor. A busy arterial street such as the Northern Arterial can effectively sever the areas on each side into two separate neighborhoods.

Option 1 also has a substantially larger impact on neighborhood cohesion than Option 2 or 3. Option 1 would displace six homes in two blocks west of Main Street and divide one and one-half blocks with a new arterial corridor.

The overall impact of Option 1 is to reduce the desirability of homes along all of Option 1 for residential use and to reduce the cohesiveness of this area as a single neighborhood. Growth in property values along this alignment might slow unless structures are redeveloped for commercial uses. Residential uses on adjacent streets will persist, but with less of the qualities of an attractive residential neighborhood—walkable streets, community, quiet, and clean air.

To summarize, the various alignment alternatives and the traffic these alternatives would generate will have varying impacts on the neighborhood:

- **Option 1** would divide a residential neighborhood, increase traffic through that residential area substantially, and reduce the attractiveness of that neighborhood for residents.
- **Options 2 and 3** would expose fewer residents to negative impacts of heavy traffic and mainly impact commercial businesses facing away from the proposed arterial.

### **Impact of potential displacement of Wagner's Price Slasher**

Option 2 for the Northern Arterial alignment would extend 9<sup>th</sup> Street east to connect with the Prineville Railway alignment. This option would require removal of the Wagner's Price Slasher market for right-of-way. Neighborhood residents object to Option 2 because of this impact. They are particularly concerned because of the number of neighborhood residents that shop at the Wagner's Price Slasher, and the quality of the store's service, selection, and price.

Option 2 would require removal of the Wagner's Price Slasher. With the amount of the structure required for right-of-way under either alternative for Option 2, it does not appear that the building and its current use could be saved.<sup>2</sup>

The City must pay fair market value for displaced property, including the Wagner's Price Slasher structure and the portion of the site needed for right-of-way under Option 2. In theory, this could fund purchase of another site for operation of the business. In practice, however, there are no vacant supermarket sites on the market in Prineville. It is unlikely that the owners of Wagner's Price Slasher can purchase an existing building to operate the business.

With Option 2, however, the owner of Wagner's Price Slasher would be left with 0.46 acres of vacant property zoned for commercial use. Combined with the adjacent lot to the north under the same ownership, the site totals 1.07 acres (approximately 46,600 square feet). Given requirements of the City of Prineville's parking requirements, this does not allow enough space for a mid-sized grocery store.

The City of Prineville's development code requires one parking space for every 200 square feet of building space, plus one space per employee. Assuming that the grocery store has 20 employees, the code only allows a 1.07-acre site to accommodate a store of 15,000 square feet. New, mid-sized grocery stores are typically about 50,000 square feet. Reducing the parking requirement or acquiring additional land could increase the potential size of the supermarket.

We cannot say whether the owner of Wagner's Price Slasher will rebuild. In the absence of a property owner interested in operating a grocery, we would expect that the remaining property at the Main Street intersection under Option 2 would be developed in more convenience-oriented uses. Given the size of the site, development of a mid-sized discount supermarket with a full range of groceries would be unlikely. This does not mean, however, that development of a market is not feasible.

Neighborhood residents have other shopping options, primarily Ericson's Food Market in downtown Prineville and Ray's Food Place in east Prineville. Ericson's location may make it accessible for those residents that like the Price Chopper for its proximity. In addition, growth in Prineville is likely to spur development of additional supermarkets, particularly to serve growing areas to the north.

We do not believe that there is a special population that can only be served by Wagner's Price Slasher. People everywhere find ways to get access to shopping, often in more trying conditions. While no one in Prineville will go without food if Wagner's Price Slasher leaves, none of these other groceries are likely to substitute completely for the familiar and convenient neighborhood market.

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<sup>2</sup> This analysis uses the Northern Arterial options identified in the Prineville Transportation System Plan.

To summarize, the impact of the various alternatives on the Wagner's Price Slasher varies.

- **Option 1** allows the store to remain on its current site.
- **Option 2** would displace the store, and although construction of a new store is possible especially with the potential acquisition of neighboring sites, it is unknown whether Wagner's Price Slasher would rebuild.
- **Option 3** would allow the store to remain on its current site.

## SUMMARY AND POTENTIAL MITIGATION OF IMPACTS

Table 12 shows a summary of potential impacts from each proposed alignment alternative.

**Table 12. Summary of potential impacts from alignment alternatives, 2006**

Impact Type	Alignment Alternatives				
	1	2	3		
			Blue	Teal	Brown
Land Acquisition and Displacements					
Residential Displacements	6 homes	2 homes	1 home	2 homes	3 homes
Commercial Displacements	2 structures	Price Slasher	3 structures	1 structure	None
Lots Impacted	54 lots	16 lots	20 lots	16 lots	16 lots
Total Acres	1.57	1.47	0.64	0.53	0.69
Total Cost	\$930,000	\$1,260,000	\$540,000	\$390,000	\$300,000
Businesses and Business Districts	Intersection in residential area with little possibility for highway-related development	Intersection at downtown gateway, well-suited for highway development	Intersection at downtown gateway, well-suited for highway development		
Neighborhood Impacts					
Impact of Traffic on Residents and Neighborhood	Divide residential neighborhood, increase traffic through residential areas	Impacts mainly commercial businesses facing away from roadway	Impacts mainly commercial businesses facing away from roadway		
Impact of Potential Displacement of Wagner's Price Slasher	Store remains on current site	Store displaced	Store remains on current site		

Source: ECONorthwest.

Table 12 shows that Option 1 displaces the most homes; the traffic from Option 1 also has the most negative impact on residential areas and the major intersection would be ill suited for commercial development. Option 2 sites the major intersection at a good location for highway-related development, but would displace the Price Slasher and is the most expensive alternative. Option 3 displaces fewer homes than Option 1, has minimal traffic impact on residential areas, locates the major intersection at a site well suited for highway-related development, and is the least expensive alternative. While this table summarizes the impacts that ECONorthwest considered for this report, the City of Prineville will need to carefully consider all other factors relevant to their decision before selecting one of the options for the alignment of the arterial.

Various measures could mitigate the negative impacts of constructing the Northern Arterial. To mitigate some of the effects of the necessary land acquisition and displacements of residences and commercial structures, the City

of Prineville could be required to pay full market value for all properties, and could provide forms of relocation assistance. To mitigate some of the effects on businesses and the business district, the City of Prineville could plan to include improvements to the business district as part of the arterial construction process, as well as install signage during construction to help customers and suppliers access affected businesses. To mitigate some of the effects of traffic on residential neighborhoods, the City of Prineville could consider designing well-marked pedestrian crossings and narrowing the width of the railroad right-of-way on 7<sup>th</sup> Street. To mitigate the effects of the potential displacement of Wagner's Price Slasher, the City of Prineville could use flexible zoning or parking codes to allow the storeowners to build on the parts of their property not impacted by the alignment, or allow the storeowners to use parts of the City-owned railroad right-of-way for new construction.